

SUBJECT FILE

EQUATEUR (GENERAL) 6007/1/SC

SITUATION AND AIR MISSION REPORTS

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REPORT ON SECOND AIR MISSION  
TO EQUATEUR

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4-10 April 1962

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1. Composition of Mission

The mission consisted of the following :

A.C. Gilpin, Special Assistant to the Officer-in-Charge (Boende, Libenge, Gemena, Lisala )  
G.Kahale, ONUC Chief Civilian Officer for Equateur (Bumba, Ikela ).  
L.Bonacasa, ITU.  
M.Khoury, WMO.  
A.Maksad, WHO. (Boende, Libenge, Gemena, Lisala )  
Capt. Aske, Road vehicles technician (Boende, Libenge, Gemena )  
Dr. Ruvira, Acting WHO Chief for Equateur (Boende, Bumba, Ikela )  
B. Zarov, OPI (Boende, Libenge, Gemena, Lisala )  
Dangu, Lambert, Office of the Prime Minister (Boende, Libenge, Gemena, Bumba )  
Lt. Maisungu, François, Coquilhatville Gendarmerie  
A.H.Nachaat, Assistant to Mr. Gilpin ( Boende, Libenge, Gemena )  
J.F.Foley, : Acting Assistant to Mr. Kahale ( Boende, Lisala, Bumba, Ikela )  
Wuté, Raphael, Chief of Provincial Pharmaceutical Department, (Lisala, Bumba).  
O. Jackman , OPI ( Boende, Libenge, Gemena, Lisala )  
These and others taking part in certain trips are listed in Annex I .

2. Itinerary .

Messrs Gilpin, Bonacasa, Dangu, Khoury, Nachaat, Maksad, and Zarov, and Capt.Aske left Leopoldville on 4 April in a DC.3 loaded with six cartons of anti-biotics and anti-malarials, six boxes of anti-smallpox vaccines, and twelve boxes of C.rations. On arrival at Coquilhatville, a meeting was held with Mr. Kahale, Dr.Ruvira and others concerned, at which an itinerary was agreed upon, as well as the participants in each trip and the distribution of medical supplies, in the light of available space on the plane and of the requirements of each member of the mission .

Starting next day, the following places were visited :

5 April	-	Boende
6 "	-	Libenge and Gemena
7 "	-	Lisala
9 "	-	Bumba
10 "	-	Ikela

Mr. Kahale took over responsibility for the mission on 9 April when Mr. Gilpin left for Stanleyville .

3. Supplies.

The mission had available for distribution the following medical supplies :

12 cases of selected medical supplies (sent to Coquilhatville in advance)  
15 " " " " " ( in stock at Coquilhatville, having arrived too late for the first mission)  
6 cartons of anti-biotics and anti-malarials  
6 boxes of anti-smallpox vaccines.

Details of distribution are given below. In addition, arrangements were made to send three cases of selected medical supplies by road from Coq. to the hospitals at Tondo, Bolomba and Lotumbe. Taking these into account, five cases of selected medical supplies remained in stock at Coquilhatville at the end of the mission, one being earmarked for Wasolo hospital (via Gemena) on the next mission.

4. Catering.

Owing to the shortage of food throughout the province , the mission took its own supplies on each trip. Mr. Zarov and Mr. Foley kindly acted as chefs. At the end of the mission, eight of the twelve boxes of C. rations were left in stock at Coquilhatville for the use of future missions .

5. Details of visits .

Reports on the subject covered by individual members of the mission are attached as annexes. The following points of general interest may be mentioned :

BOENDE.

The mission left for Boende in overcast weather, and the plane had to fly below the clouds in order to find the way. The result was an extremely uncomfortable flight at the end of which the interior of the plane had to be washed out . Unlike the last visit to Boende, there were no incidents, and we were well received by the Commissaire de District and other officials. We also met three Protestant missionaries, Mr. Galusha, Dr. Weare and Mr. Anderson. The last-named had been involved in a car accident in which a Congolese labourer had been killed and he himself had subsequently been beaten. He was in Boende for the official enquiry by the Commissaire de District. We later learned that the Commissaire de District had cleared him of any responsibility for the accident.

As a follow-up to our first visit to Boende hospital, we delivered a case of anti-biotics and anti-malarials as well as a supply of anti-smallpox vaccines. We also left six cases of selected medical supplies for onward transmission by

road to the hospitals at Wema, Yoseki, Monieka, Baringa, Bokungu and Mondombe. In addition, at the request of the Unesco representative in Coquilhatville, we delivered two boxes of educational materials for the Athénée at Boende .

At the hospital, Mr. Maksad, found that, with certain important exceptions including those mentioned above, there were good supplies of many medicines, so much so that he was able to envisage a system of exchanges between this and other hospitals in the province. It was pointed out to us that the hospital had no emergency power supply ; the motor had broken down and the batteries were worn out. Approaches to the Provincial Ministry of Public Works on this matter had been made with no response .

As a footnote to the incident reported in connection with the first mission, it was mentioned to us that one of the reasons why we had been held up at Boende airport was that people feared we were kidnapping the WHO doctor " to take him to Katanga ".

In view of the bad weather, we returned direct to Coquilhatville instead of proceeding to Ikela as originally planned .

#### LIBENGÉ

We paid a short visit to Libenge, mainly in order to instal Doctor Nassilowski and his wife and small son. This WHO doctor is replacing Doctor and Mrs Berggren (MEU) who, as noted in the last report, have left for a long period of leave in the United States. The pleasure of the people of Libenge in having a doctor again for their hospital was apparent. Workers at the airfield came up to us and said " Have you really brought us a doctor ? Is he really going to stay ? " .

There is an acute lack of vehicles in Libenge. This was vividly illustrated by the fact that Mr. Bonacasa, the ITU expert, had to put the airport fire engine in running order before he and Mr. Khoury had any means of getting to the telegraphic and meteorological installation. Even then, the fire engine broke down again after their arrival at the installation, and they had to be retrieved by a friendly Belgian official with a private car .

At the hospital, we delivered one case of anti-biotics and anti-malarials and a supply of anti-smallpox vaccines .

Mr. Maksad found a good stock of some medicines, although certain of these were too old to be safely administered and he recommended that these should be thrown out . On more than one occasion, thieves have broken into the medical store at the hospital, and we urged that a closer guard should be established. There is as yet no scheme for UNICEF milk distribution in Libenge, and we were asked to arrange at least for regular supplies of milk for the hospital.

#### GEMENA

We were met at Gemena by the Commissaire de District, the Director of the hospital, the manager of the airport, and the WHO doctors, Dr. Mari Calbet and Dr. Duvalsaint. Once again the presence of a Gendarmerie Officer in our party appeared to reassure the local gendarmerie .

There have been many cases of smallpox in the district, so we delivered a large supply of anti-smallpox vaccines to the hospital as well as a case of anti-biotics and anti-malarials. We also left seven cases of selected medicines for onward transmission by road by Mr. Chester Larson (MEU) to the hospitals at Karawa, Banzyville, Tandala and Kungu. In addition, at the request of the UNESCO representative, we delivered a box of educational materials to the Athénée . There is a problem of strained relations among some of the personnel at the hospital. Mr. Maksad had a frank talk with all concerned, in the presence of the Chief Provincial Doctor Dr. Van Droogenbroeck, and Mr. Basele Henri, Assistant Director of the Provincial Medical Services, who had accompanied us on this trip .

#### LISALA

At the Lisala hospital, we delivered one case of anti-biotics and anti-malarials as well as a case of medical supplies on behalf of the Provincial Ministry of Health. We also left two cases of selected medical supplies at the Baptist mission for onward dispatch to the hospital at Pimu.

Mr. Maksad found a good supply of certain medicines at the Lisala hospital and, at his suggestion, Mr. Wuté Raphael, Chief of the Pharmaceutical Department, took away with him some medicines that were urgently needed in Coquilhatville .

To our embarrassment, we learned from the Provincial Deputy that a formal reception had been planned for us the following evening. This was due to a premature announcement of our provisional plan for the mission. We could only apologize and make a mental note of the importance of adhering, so far as possible, to firm plans in the future .

Mr. Lemoine, the UNESCO representative, visited the Lisala Athénée and has since reported on it to the Provincial Minister of Education . The Athénée can accept only about one of every ten applicants for enrolment. There are problems of transport and accommodation, and the school is short of almost everything - textbooks, exercise books, chalks, pencils. Mr. Lemoine delivered twenty boxes of chalks as a gift. The school has a hundred boarders, who pay only half the cost of their maintenance . To keep the boarding establishment going, the director periodically has to spend several days in the bush in order to obtain supplies of food .

Lisala is one of the few places in the province with adequate accommodation for visitors. Overnight stays may therefore be envisaged for future missions ( Hotel Katia, B.P. 56, Lisala ).

On our return to Coquilhatville, we were able to take with us one of the WHO doctors, Dr. Islam, for urgently needed dental treatment, and also Bishop Van Den Bergh, who had been unable to obtain regular means of transport to a provincial meeting of Bishops which was being held in Coquilhatville over the week-end .

#### BUMBA.

In Bumba, the mission found that the WHO doctor, Dr. Debatin, was well established since his arrival with the first mission, but that he had urgent need of a car. This would enable him to visit ten neighbouring dispensaries and assist in the distribution of medical supplies to them. He also feels that there is an urgent need for a surgeon. In three and half weeks, he himself had performed 74 operations, besides dealing with eighty out-patients and twenty maternity cases daily .

The hospital needs supply of vitamins, especially A, B complex, B1, B6 and B 12 .

The mission delivered to the hospital two cases of selected medicines one case of anti-biotics and anti-malarials, and a supply of anti-smallpox vaccines .

#### IKELA

The mission was met at the airfield by Dr. Zawadowski (WHO ). It had been expected some days previously, and consequently none of the local authorities was there to meet us except a few members of the gendarmerie. The doctor was pleased to receive the medical supplies, also some PX items. Eighteen dispensaries are supplied by Ikela. However, the doctor knew little about them as he had received ~~transport only~~ a week prior to our arrival. We visited the Commissariat de Police and we were well received. A local gendarmerie officer accompanied us during our stay, and a gendarmerie vehicle was placed at our disposal to transport us to the doctor's residence .

Before leaving Ikela for Coq, the pilot was unable to get a meteorological report. About twenty minutes after taking off, we ran into a fierce storm, which lasted three-quarters of an hour. We tried to land at Boendo but it was not possible to make radio contact so we had to continue. We were fortunate that weather conditions at Coq had improved, as we had not sufficient fuel to proceed to Léo. The flight engineer informed us that planes were not permitted to fly in such weather .

Main findings of the mission and summing-up

The presence of Mr. Maksad, the WHO Pharmacist attached to the Central Government, was particularly valuable in clarifying some of the problems relating to medical supplies which had been noted by the first mission. For example, he found that the Provincial Ministry of Health had not yet sent any requisitions to the Central Government in respect of the first half of 1962; these were in fact dispatched to Léopoldville during our presence in Coquilhatville. He also found serious delays in meeting urgent requests for medicines from hospitals in the province. On investigating the medical store in Coquilhatville, he found more than a hundred cases, unopened, containing medicines urgently needed by these hospitals. There is need for a second pharmacist to help correct the present situation. As a result of Mr. Maksad's discussions and the cooperative attitude of the Provincial Authorities, there is a good prospect of closer collaboration between the latter and WHO, especially in arranging the prompt supply of urgently needed medicines to hospitals throughout the province. He has also recommended regular visits by the pharmacist and the Director of Pharmaceutical Services to the hospitals in the interior in order to ensure that their needs are met and also to make the most effective distribution of medicines throughout the province (See Annex 2) .

Besides distributing anti-biotics, anti-malarials, and anti-smallpox vaccines, the mission took note of other urgently needed medical supplies. These will be air-lifted as space permits on scheduled UN planes to Coquilhatville, and subsequent missions can help in their distribution to hospitals in the interior .

With regard to spare parts for vehicles , the mission collected a considerable amount of detailed information within the short time available. Captain Aske and Mr. Nachaat visited the Public Works depots in Boende, Libongo and Gemona, but concentrated their attention on the provincial depot at Coquilhatville (See Annex 3 ); this not only serves the district of Coquilhatville but also handles heavy repairs for the whole province. They found 164 vehicles in Coquilhatville ( + 16 in the other districts ) requiring only small repairs. In making them roadworthy and 144 in the other districts ) requiring heavy repairs . In addition, over a hundred engines for road machinery could be overhauled if spare parts were made available. Thus, some 350 vehicles and 100 road machinery engines were found to be capable of repair, and detailed lists of the necessary spare parts were prepared .

Substantial stocks of tyres, spare parts and even some engines were found in the Coquilhatville depot, also some in the other districts, which cannot be used because they relate to vehicles of types other than those requiring repair. The next step will be to make inventories of all such stocks in every province , with a view to the Central Government arranging exchanges between the provinces and selling anything that cannot be exchanged .



The procedure for ~~requisitioning~~ spare parts is slow and cumbersome. The present situation should be treated as an emergency, calling for temporary short-cut procedures, including allocations of foreign exchange for importing the necessary spare parts .

There is a grave shortage of skilled workmen to carry out the repairs even when the spare parts are made available . It will be necessary for ONUC to provide technical assistance , both to undertake and supervise the repairs and, at the same time , to give practical training to the Congolese workers. On the assumption that Equateur is typical of other provinces , a chief engineer, with a team of 15 mechanics, is suggested for each province.

As an immediate step, some assistance could usefully be provided for the preparation of the inventories mentioned above .

The telecommunications expert, Mr. Bonacasa, obtained details of telegraphic, radio and telephone systems, as well as power supplies in each of the places visited. He has reported on the needs for spare parts, tools and expert help. ( See Annex 4 ).

Similarly, Mr. Khoury, WMO Expert, has reported on meteorological installations at the places visited and on the needs for spare parts, which might be delivered and installed by the the next mission. ( See Annex 5 ).

The multi-purpose character of this mission added to the complications of organization. However, thanks to the cooperative spirit of all concerned , including the crew of the aircraft, no major difficulties were encountered, and the mission was able to achieve more intensive results than on the first occasion. Bad weather curtailed the work more than once, besides causing considerable discomfort to members of the mission; this serves to underline the need for improved telecommunications and weather forecasting. The basic rules, as set out in the report of the first mission to Equateur, were strictly observed and there were no awkward incidents .

#### Recommendations for specific action.

##### Medical supplies .

- 1) The provincial authorities at Coquilhatville should, if possible, be provided with assistance in regard to the handling and distribution of medical supplies .
- 2) Regular visits to hospitals in the interior by the provincial pharmacist and the director of pharmaceutical services, are necessary to ensure the most effective distribution and use of medical supplies. The facilities of future air missions may be offered to them for this purpose insofar as space is available .
- 3) Complaints by the provincial authorities of delays in the delivery of medical supplies by river from Léopoldville should be examined .

Spare parts for vehicles

4. The central authorities should be advised to adopt an emergency procedure for requisitioning the spare parts required for the ~~overhaul~~ of large numbers of vehicles and engines at present out of use .
5. ONUC should provide technical assistance for the preparation of inventories of spare parts in stock throughout the provinces. On the basis of these inventories, the central authorities could organize a system of exchanges ~~between provincial depots~~..
6. As soon as the necessary spare parts are available, ONUC should provide technical assistance for the actual repairs, as well as for training Congolese workers on the job.

Telecommunications and Meteorology .

7. High priority should be given to the recommendations of the ITU and WMO experts, and future air missions should be used for the delivery and installation of necessary parts and equipment .

General .

8. For future missions, a firm itinerary should be established well in advance ; this should be modified only for compelling reasons .

## ANNEX I

### Composition of Mission

A.C. Gilpin, Special Assistant to the Officer-in-Charge ( Boende, Libenge ,  
Gemena, Lisala )  
G. Kahale, ONUC Chief Civilian Officer for Equateur ( Bumba, Ikela )  
L. Bonacasa , ITU.  
M. Khoury, WMO.  
A. Maksad,WHO,( Boende, Libenge, Gemena, Lisala )  
Capt.Aske, Road Vehicles technician (Boende, Libenge, Gemena )  
Dr. Ruvira, Acting WHO Chief for Equateur (Boende, Bumba, Ikela )  
B. Zarov, OPI, (Boende,Libenge, Gemena, Lisala )  
O.Jackman, OPI,(Boende, Libenge, Gemena, Lisala )  
Dangu, Lambert, Office of the Prime Minister ( Boende, Libenge, Gemena, Bumba )  
Lt. Maisungu, François, Coquilhatville Gendarmerie .  
A.H. ~~Nabhat~~ Nabhat, Assistant to Mr. Gilpin (Boendo, Libenge, Gemena ).  
J.F. Foley, Acting assistant to Mr. Kahale ( Boende, Lisala, Bumba, Ikela ).  
Wuté Raphael, Chief of Provincial Pharmaceutical Department (Lisala, Bumba )  
Mr. Vacek, League of Red Cross Societies (Boende )  
Dr. Ruiz Ayuso, WHO (Boende )  
Dr. and Mrs Nassilowski and child, WHO (Libenge )  
R. Lemoine, UNESCO (Lisala )  
Basele, Henri, Assistant Director, Provincial Medical Services (Libenge, Gemena)  
Dr. Van Droogenbroeck, Chief provincial doctor (Libenge, Gemena )  
Lokengi, Evariste, Director, Fourth Section, Provincial Medical Service (Lisala)

## ANNEX 2 .

Report by A. Maksad ( WHO pharmacist )  
on a visit to Equateur province

### PURPOSE

- 1) To find out whether the pharmaceutical service at Coquilhatville has any problems or difficulties in the supply and distribution of medicaments and to see their needs .
- 2) To see how could WHO be of help and whether there is a need for airlifting drugs from Leopoldville to Coquilhatville by U.N. planes .

### PLACES VISITED

- 1) Coquilhatville
  - a) medical service
  - b) pharmaceutical depot
  - c) the two hospitals
- 2) Boende the hospital
- 3) Libenge " "
- 4) Gemena " "
- 5) Lisala "

### ORGANISATION OF THE TRIP

This special mission trip was organised by Mr. Gilpin the personal assistant to the Officer in Charge, ONUC , 33 medical cases weighing around 2.200 Kgs . supplied by UN were airlifted from Leopoldville to Coquilhatville and were distributed to the various medical centres of the Equatorial Province by the special mission plane. These medical supplies consist mainly of antibiotics, antimalarials and other urgent drugs. Also 106, 600 doses of smallpox vaccines .

### FINDINGS AND REMARKS

- 1) The first semestrial requisitions 1962 for the Equatorial Province have not been yet sent to DCMP Leopoldville. The provincial pharmacist Mr. Gallés said that this delay is due to the fact that the medical centres in the Province had delayed in sending in their requisitions, then those requisitions should be checked and corrected by him and the provincial doctor, then to be mecanographed. This long procedure takes much time .

2) The provincial pharmacist, the provincial doctor and director of medical services remarked that there is always a delay in the delivery of drugs by the Otraco. Another difficulty mentioned was that, when a parcel or a case of medicaments has to be sent to the hospitals in the outer regions, the way-bills have to pass through several governments offices before they are accepted. This procedure takes much time and sometimes the documents are kept or forgotten in the offices .

3) All hospitals visited have a fair stock of medicaments but lack antibiotics, antinglarials, analgesics and some other currently used drugs . I noticed that, in Boende Hospital, there are around 400 litres of alcohol whereas in all the others visited there is none, even at Coquilhatville .

4) The directors; the doctors; the sisters of all hospitals visited said that they always send urgent requisitions of drugs needed by letters and télégrams to the provincial pharmacy at Coquilhatville but they never received an answer .

5) Every hospital supplies 10-15 dispensaries with drugs. Local transportation to these dispensaries is available except in Gemena where it is difficult .

6) There is good cooperation between WHO doctors, the sisters and the directors of the hospitals which showed a smooth running of the pharmaceutical work except in Gemena Hospital .

7) Dr. Ruvira, acting WHO representative at Coquilhatville, helped us well in all our programme. He has very good relations with the Congolese authorities.

#### SUGGESTIONS.

1) I have suggested to Dr. Ruvira and to all World Health Organisation doctors whom I saw in the interior that, whenever they need an urgent drug, the director of the hospital should send an urgent requisition to the provincial pharmacy at Coquilhatville and a copy of this requisition should be sent to Dr. Ruvira who will in turn help in treating it quickly. In case this drug is not available at the Provincial depot, Dr Ruvira will advise the pharmacist and the director to send in a requisition to DCMP, Leopoldville and a copy will be sent to me by Dr Ruvira .

2) During our meeting with the director of the medical services, his assistant; the provincial pharmacist Mr. Gallé, and Dr. Van Droogenbroek, Provincial health adviser, and after discussing the whole problems of the supply and distribution of medicaments, I suggested that the provincial pharmacist and the chief of pharmaceutical service should make regular visits to the hospitals in the interior to find out their needs and to control the drugs and try to furnish them at once with the medicaments wanted. The director liked the idea and promised to fulfil this project .

3) I arranged with the provincial pharmacist to make up a special urgent requisition of all needed drugs in Coquilhatville and the outer regions. I brought this requisition with me and it is now being treated at the DCMP. I will arrange that these medicaments be airlifted by UN plane .

#### CONCLUSION

The director of the medical services at Coquilhatville is now aware of all the problems of the medical supply in his province. Dr Ruvira and I had a long meeting with him and he was very pleased with the UN mission and thanked the World Health Organization for its activities and work in the Province. He has been appointed as director in Coquilhatville since 3 months. He showed enthusiasm to fulfill what we have suggested to him.

The Ministry of Health Leopoldville should be notified about the delay in the delivery of medicaments by Otraco and the difficulties encountered in the procurement of way-bills when urgent medicaments have to be sent from Coquilhatville to the ~~interior~~..

ANNEX 3

Coquilhatville, 24 April 1962

TECHNICAL SURVEY OF VEHICLES AND TPM WORKSHOP AT  
COQUILHATVILLE

1. A (technical) survey of vehicles and workshop at Coquilhatville was carried out on 9 April 1962.
2. The aim was to consider the number of vehicles which could be repaired for the road immediately if spare parts are available, besides, also to record the number of vehicles which require major repairs.
3. TPM Coquilhatville was the main workshop in the province which consisted of 4 territories. Besides carrying out repairs on vehicles belonging to Coquilhatville district, vehicles and vehicle equipment that required major repair or complete overhaul were brought to that workshop.

VEHICLE CONDITION

4. (a) Small repairs

(i) Coquilhatville District

The workshop would be able to fit some 83 vehicles for road if spare parts are available. Please find attached a list indicating vehicle make and type, and spare parts required.\*

(ii) Vehicles for the territories

81 vehicles could be put on road after small repairs. Vehicles concerned and spare parts required according to attached list.

(b) Heavy repairs

55 vehicles from Coquilhatville district and 89 vehicles belonging to the territories require major repairs. Spare parts required according to the lists attached.

Besides indicating repairs required to vehicles, the appendices also show repairs and spare parts to road machinery and other equipment. At present 100 engines were waiting for overhaul. The workshop was not able to carry out this work due to lack of spare parts.

Workshop

5. The workshop seemed to be adequately equipped with tools and machinery to carry out repairs/overhaul of vehicles as well as engines and other components. But all raw material is missing. The workshop was, however, short of hand tools, keeping in view ONE tool chest for each 3 mechanics.

\* This and other lists referred to are attached only to the original report.

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6. The workshop activity covered:-

- (a) Repair/overhaul of vehicles belonging to Coq district.
- (b) Major repair to vehicles belonging to the territories.
- (c) Repair/overhaul of road machinery.
- (d) Repair/overhaul of engines and components.
- (e) Repair/overhaul of aggregates and other equipment.

Besides this the workshop had a separate section for repair of barges.

7. Strength of manpower at the workshop was 40 mechanics and 40 assistants. Only 25% of the mechanics were skilled workmen

#### SPARE PARTS

8. The capacity and activity at the workshop was considerably reduced due to lack of components and spare parts.

9. Please find attached a list indicating spare parts required for a continuous workshop activity. Indents for these spare parts had to be submitted to the provincial government. The list includes requisitions by the territorial workshop.

10. As to components and spare parts one of the vital problems is the requirement of batteries. 692 batteries are required according to list attached.

#### Other Equipment

11. The workshop has in use two types of battery charging units (altogether 12).

6 ea Phillips, type PE-2100  
2050 HZ  
2000 V

6 ea Meyer Industries, slow charger  
type 12 HA  
volts AC 230  
Amp AC 7  
Cycles 50-60

Only one Phillips charger unit is in order, other sets are out of order due to lack of bulbs (rectifier)

AG/mm



Annex 4

Report by Mr. Bonacasa (ITU) on his Tour of Inspection to  
the Chief Towns of Districts in Equateur Province

4 - 11 April 1962

In the framework of ITU technical assistance for Equateur Province and in agreement with Mr. Gilpin, head of the United Nations' goodwill mission, the following itinerary was drawn up:

4	April	: Leo. - Coquilhatville
5	"	: Coq. - Boende - Coq.
6	"	: Coq. - Libenge - Gemena - Coq.
7	"	: Coq. - Lisala - Coq.
9	"	: Coq. - Bumba - Coq.
10	"	: Coq. - Ikela - Coq.
11	"	: Coq. - Leo.

The visits to transmission installations of the telecommunications services in the above-mentioned towns gave the following picture:

1. BOENDE

Head of Radio Station: Mr. Kanga Lucois  
Assistant Technician : Mr. Putu Arthur  
Mechanic Technician : Mr. Ekofo Paul

Electricity supply: 220 V mains. The water-works supplies the necessary energy, unfortunately with numerous breakdowns in supply and fluctuations in voltage.

Emergency generators: Two.

1. Paxman Diesel 2RO 15 KVA, out of order. Cause: stop collar for oil needs replacement and battery defective.
2. Diesel International generator 12.5 KVA, in operation.

Remarks: Reserves of fuel oil are insufficient considering the numerous breakdowns in supply. The provision of acid for accumulators would make it possible to use the 3 new accumulators in stock.

Radio beacons: General Electric TAQ 9, in operation.  
Westinghouse TDE, out of order. Cause: feed transformer and 833 A valve defective.

Marker : Transmitter No. 1 out of order  
" No. 2 in operation.

.../

BCR Coq. link (Teleg.): RCA ET 4336 H transmitter - 350 W,  
frequency 6240 kc/s frequency 6240 kc/s  
Philips 925 A receiver, in operation  
The relay sticks and causes interruptions.

BCR Coq. link (Telephone): TRT equipment, out of order.  
Link interrupted.

BPR (Air Safety Bureau) link: Technical Radio T350 X M transmitter,  
out of order. Cause: feed transformer in Coq. for rewinding.  
Philips 925 A receiver, in working order.

Air-ground link: MBLE transmitter - Philips 925 A, receiver in  
operation.

Bilateral link with 5 territories: 200 W transmitter of local  
design, in working order. Philips 925 A receiver, out of order.  
Spare: Hallicrafters S40 BN, in working order.

Telephone network: Service is maintained with great difficulty.  
Manual exchange needs complete overhaul. Spare parts necessary:  
flex for table instruments, head-phones, BL batteries. Number of  
subscribers: 57.

Tools: Workshop equipment insufficient. Tools missing: pliers,  
screwdrivers, spanners, files for platinized points.

Remarks: The Blue Diamond PL 612N 15Vcc - 500 W generators from  
the interior cannot be repaired owing to the lack of spare parts  
(ammeter).

The Willys airport fire-brigade jeep is out of order.  
The supply of a connecting tube for the petrol pump would make  
repair possible.

## 2. LIBENGE

Station Chief: Mr. Embi Medar  
Mechanic : Mr. Kanga Pierre.

Electricity supply: 220 V mains.

Emergency generators: Two.

1. ABC Gand 15 KVA Diesel, out of order. Cause: defec-  
tive injector. Battery missing.
2. Witte Dieselelectric 10 KW, in operation.

Remarks: Selenium 12 V, 5 A rectifier for battery charger, out of  
order. Pincor Gold Crown BA 10 Aut. 200 W battery charger, out of

.../

order (sparkplug). The HT distribution board is in excellent working order

Radio beacon: RCA ET 4333, out of order for a month.

BPR and BCR Coq. link: RCA ETM50, in operation.

Air-ground link: RCA ETM50, in operation.

Spare receiver: Hallicrafters 540 BU, in working order.

Crystals missing: 6 230 kc/s and 6 664.5 kc/s.

Gemena-Libenge link: (Teleg. and teleph.) MBLE equipment, in working order.

Tools: insufficient. Set of spanners missing.

### 3. GEMENA

Chief CER: Mr. Ekuka Henry

Chief BCR: Mr. Agbona Joseph.

Electricity supply: Water works. 220 V mains supply, numerous breakdowns.

Emergency generators: One.

Witte Diesel electric 7.5 KVA, in operation.

Remarks: HT distribution board in good condition.

Radio beacon, in operation.

Air-ground link: MBLE equipment, receiver out of order. Spare, Philips 925A, in working order.

BCR Coq. link: TR T350XM transmitter, in operation. Philips 925A receiver, in operation.

BPR Coq. link: RCA ET 4336A transmitter, out of order. National receiver, in working order.

AB (auxiliary bureaux) link: T-R T 350 x M transmitter, in operation. Philips 925 A receiver, in operation.

OTRACO link: MBLE equipment in stock, in working order.

Radio-Telephone link Coq.: TRT equipment, installation not completed.

Telephone network: Manual exchange, in working order. Number of subscribers: 53.

Remarks: A telephone specialist is needed to complete installation work and to make it possible to connect 30 new subscribers.

.../

The installation of an automatic telegraphic transmitter for the AB link is not complete.

#### 4. LISALA

Chief CER: Mr. Moso Pierre  
Chief BCR: Mr. Lupungu J.

Electricity supply: Water works. 220 V mains supply, numerous breakdowns.

Emergency generators: Two.

1. Witte Dieselelectric 7.5 KVA, in operation.
2. Century 15 KW, in operation.

Remarks: Diesel oil reserves insufficient. No reserves of benzine for repairing small generators from Auxiliary Bureaux. The HT distribution board is fully equal to the demands of the service.

Radio beacon, out of order. Cause: 850 valve (no spare).

Telegraphic link, Coq.: RCA ET 4336A transmitter, in operation. Philips 925 A receiver, in operation.

Coq. telephone link: TRT 350 X M transmitter, out of order. Cause: Feed transformer at Coq. for repair. Philips 925 A receiver, in working condition. TRT equipment, in working order.

BPR air-ground link: Federal Telegraph BC 447 E transmitter, in operation. Philips 925 A receiver, in operation.

AB (Auxiliary Bureaux) link: Collins Telegraph transmitter, in operation. Philips 925 A receiver, in operation.

Remarks: Two telegraphic perforators, out of order. No spare receiver. Airport fire-brigade Willys jeep, out of order. Cause: Cylinder-head gasket needs replacement.

#### 5. BUMBA

Chief of Radio Station: Mr. Monfuni Henry  
Technical Assistant : Mr. Mondombele Francois.

Electricity supply: Water-works. 220 V mains.

Emergency generators: Two.

1. Witte Dieselelectric 5.4 KW, in operation.
2. Witte " " " "

Remarks: Diesel oil reserves insufficient. HT distribution board in good condition.

.../

Radio beacon: TDE2, out of order since December 1960. Cause: Feed transformer at Coq. for rewinding.

BPR and air-ground link: Heath DX40 transmitter, in operation. Philips 925A receiver, in operation.

Links Coq./Stan./Lisala and ABs: RCA ETM50, in operation. Philips 925A receiver, in operation.

Telephone link Coq.: TRT equipment installed but not in operation (lack of qualified personnel).

BCR Coq. link: RCA ET 4336 H transmitter, in operation. The variable self-inducting coil is defective and should be replaced. Hallicrafters 540 A receiver: requires overhaul. Spare: Hallicrafters S40 receiver, in need of overhaul.

Remarks: Spares needed by the station to ensure continuity of operation are:

- 2 Valves 6DE7
- 2 " 614 GT
- 2 " ECF80 ( amplifier for Siemens aerial)
- 1 Head-phones (Telephone)
- 2 Flex (Telephone)
- 1 90 V battery for telephone line measuring instruments.
- 2 Spare BL batteries.

#### 6. IKELA

Chief Operator, Radio Station: Mr. Lopanza Rigobert  
Assistant Operator: Mr. Mpoko Camille.

The maintenance and breakdown service is not operated by the personnel assigned to this station. In case of need, appeal is made to Coq. BCR.

Electricity supply: 7.5 KW 220 V generator belonging to the Busira Plantation, Lomani. Three Witte Dieselelectric generators are out of order and cannot be sent to Coq. owing to the lack of crates! (No money). The HT distribution board is in good condition.

Radio beacon; out of order.

BPR Coq. and air-ground link: MBLE transmitter, in operation. Philips 925 A receiver, in operation.

Remarks: There are no spares at the station and tools are rudimentary and insufficient.

.... /

Coquilhatville Broadcasting Station

Director: Mr. Edumbadumba Jean

Studio equipment:

1. Ampex tape-recorder, in operation
2. ditto , out of order (electronic system)
3. Revox C36 tape-recorder, out of order  
(driving pulley axle broken)
4. Mahiac tape-recorder for radio reporting, out of operation  
(no battery)
5. Telefunken EMT927 Ast gramophone turntable, out of operation.  
(pick-up head defective)
6. ditto EMT928 , out of order.  
(pick-up head defective)
7. Audio amplifier distributor, out of order (no valves)

The continuity of the broadcasting service is maintained by the use of make-shifts, which greatly impairs the quality of transmission. The presence of an expert in Coquilhatville is an absolute necessity.

An Ortofon pick-up head will be sent to Coquilhatville through the good offices of the ITU.

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Reception tests of the National transmitter in Equateur Province.  
Frequency: 15 245 kc/s.

During the day-time reception is good throughout the province. Reception is bad or very bad at dawn, in the evening and at night, according to the intensity of interference from a foreign station.

L. Bonacasa  
ITU Expert

Leopoldville, 20 April 1962

## ANNEX 5

Note by Mr. J.W.O'Byrne, Senior Representative  
of the World Meteorological Organization.

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26 April 1962

Taking advantage of the Air Mission to Equateur Province , Mr. Henri Khoury, of the OMM Congo Mission, visited and inspected the Meteorological stations at the airports at Boende, Libenge, Lisala , Bumba, Gemena, Ikela and Coquilhatville .

These visits enabled Mr. Khoury to check the condition of the instruments, equipment, transport and télécommunications facilities etc. at the stations, and to carry out a necessarily superficial examination of the professional capacities of the staff members .

Mr. Khoury established a list of material requirements at each station and it is hoped to distribute these in the course of a future Air Mission.

Probably the most important result of Mr. Khoury's tour was that it was the first contact the local observers have had with the OMM Mission, and through that mission, the first ~~contact~~ for nearly two years with the Direction of the Meteorological Service .

This contact, enabling the local personnel to explain their difficulties and grievances, should be of great value in raising the morale of the personnel and in enabling the Direction to improve their conditions .

In conclusion, I consider that this tour has already had very beneficial results and marks a great step forward in the work of my mission. I am looking forward to our participation in future missions of the same kind, and I suggest that the possibility of permitting one of the Assistant-Directors of the Congolese Meteorological Service to accompany the OMM representative should be investigated.



BOITE POSTALE 7248  
LEOPOLDVILLE  
REPUBLIQUE DU CONGO  
CABLE : ONUC. LEOPOLDVILLE

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INTER - OFFICE MEMORANDUM

10 March

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Ambassador R. Dayal, Special Representative  
of the Secretary General

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A : General Sean MacEoin, Supreme Commander  
De : Dr. S. Linner, Chief of Civilian Operations  
Objet : A. Van der Goot, Chief Civilian Officer for Equateur Province  
From :  
Subject: Withdrawal of ONUC forces from Equateur Province

The decision in principle, taken during this morning's staff meeting, to withdraw all United Nations forces from the Equateur province is bound to have military and political repercussions, as well as grave consequences for the future development of civilian assistance.

Military consequences:

While the province until recently has been one of the least disturbed areas of the Congo, it must be recognized that this relative quietness was the direct result of the stabilizing influence of the presence of United Nations forces, and in particular of the Indonesian battalion. It should be noted that in those places from which the ONUC forces were withdrawn, or where they were greatly reduced in strength, disturbances gradually increased, so that conditions in cities such as Lisala and Boende now border on anarchy.

So far, Coquilhatville has remained quiet, but when, as may be expected, the undisciplined Mobutu forces return to the city in the near future, it will only be possible to control the situation through the presence of a sizable contingent of troops. The Ethiopian commander for this purpose estimates that a full battalion will be required. The present strength of approximately 200 men, in his view, is insufficient to guarantee security, and would, in case of large-scale disturbances, put us in a position of being outnumbered and unduly exposed.

As an immediate consequence of total withdrawal of all UN forces, the city and thereby the nerve centre of the province would be open to similar chaotic developments as have occurred elsewhere in the province. Moreover, and viewed in a wider context, such a withdrawal would leave unguarded and undefended



a modern and well-functioning airport, and would deprive Headquarters of any independent sources of information, as well as direct access to the Government of one-sixth of the Congo Republic.

Political consequences:

As recently as a week ago, the provincial president expressed the view that only the presence of UN forces could provide the needed protection of the Government and the civilian population against the undisciplined Congolese forces. Moreover, should the UN forces be withdrawn completely, the disturbances caused by the ANC because of their lack of food and pay, quite likely may develop into a battle between the main political factions and tribal groups. If this happens, the Belgians are likely to get out, which while removing their anti-UN influence, also will further contribute to the disintegration of the governmental administration and economic productivity. The net result will be to plunge the province back into the conditions of anarchy and chaos which prevailed in July.

Consequences for UN Civilian Assistance:

As a result of the relative stability in the capital maintained up until now through the presence of UN forces, it has been possible to build a more solid basis for civilian assistance than was possible only three months ago. At present, there is a civilian staff of technicians and experts of 42 persons, including 19 teachers, 10 doctors, as well as technical specialists who ensure the functioning of the water-works, airport, radio, and telecommunications. This means, that in addition to guaranteeing the essential services, we have recently achieved a penetration in depth in the important fields of health and education, which already has made a deep impression on the Government and population alike. The fundamental break-through thus achieved in these two areas, is likely to open the door in other fields, such as agriculture.

However, on the basis of the estimated military and political consequences of a complete withdrawal of UN forces, it follows that it will be impossible to leave any civilian staff in the province if we are to avoid undue and great risks in respect of their basic security. It is of the utmost importance to realise that the sudden evacuation of all civilian experts, at the very moment that their efforts have begun to bear fruit, would not only destroy all that was achieved so far, but in all probability would create a shock reaction among the government as well as among the population at large, which will be extremely difficult to overcome whenever we should be able to return. Essential services soon would be

disrupted, and what is perhaps even more important we would be compelled to allow schools just opened to be closed, the Congolese hospital to fall back on a skeleton and totally insufficient Belgian staff, and to stop shortly before its completion a medical training course, which has almost become symbolic of the concrete and for the Congo unprecedented results of United Nations activities in terms of training Congolese personnel.

Conclusion:

The consequences of UN military withdrawal from the province will be a tremendous setback for everything the organisation stands for. If the military priorities require such a step, we have no choice but to accept these consequences. But, if within the framework of overall military strategy it would be feasible to find an alternative solution, which would allow for the continued presence of a sizeable force in the province, this would have the very clear advantage of allowing us to continue our constructive work, and not to destroy in one stroke the results of six months continued and persistent efforts, which only recently have begun to show concrete and promising results.

General C.C. van Horn

EQUATEUR

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25 November

0

Ambassador R. Dayal, Special Representative of the Secretary General  
a. van der Goot, Civilian Officer for the Equateur Province *Handwritten signature*  
Situation Report - November 1960

Introduction

This report, in part, summarizes information on political and military developments, which were reported in more detail during the past weeks. It also contains recently obtained data concerning the economic situation of the province. The material presented allows for the drawing of certain conclusions, based on an analysis of trends which during the period under review became more clearly discernible than before. These conclusions are presented in the final section of this report.

Military situation

The relative strength of the United Nations and Congolese forces remained largely the same as during October. No changes are reported in the disposition of UN forces in the Northern part of the province, where the U.N. troops remain deployed at Genes (400), Libenge (100), Misaala (150) and Dumba (60). In the Southern part of the province Indonesian detachments are now located at Boende (200), Ikela (60) and Bokutula (60). The latter detachment will be moved to its final destination Djolu, as soon as the pioneers have completed the repair of roads and bridges to ensure the lines of communication. Within the near future a detachment will be located at Bikoro. The main concentration remains in Coquilhatville (600).

Main incidents reported on earlier include :

- 20 October : General alert of UN in Coq and attempt to occupy the aerodrome.
- 21 October : Arrest of administrative officer, Mr. Rachant.

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- 1 November : a) arrest of civilian officer.  
b) search of a U.S. military plane, and of the baggage of its U.S. passengers.

It is to be noted that all incidents occurred at the airport, and that they resulted, in part, from the tightening up of security regulations (see Section C). But quite obviously, the lack of discipline and control within the Gendarmerie also contributed to the incidents. The Indonesian J.C., therefore, demanded a series of specific measures, which while agreed to by the Gendarmerie command, were never put into effect. For this reason an Indonesian Movement Control Center was established at the airport, which now ensures at all times the safe arrival and departure of U.S. personnel. The replacement of the former Belgian manager by an ICAI air traffic controller has also considerably improved the J.C. position at the airport.

During the past weeks there was a marked increase in personal contacts between officers of the Gendarmerie and also on the one hand, and Indonesian officers on the other hand, who attempted to win the former's confidence and assist with advice whenever asked. While this attitude of friendly persuasion has produced some positive results (a somewhat better discipline among the J.C., cleaning of barracks and uniforms etc), the United Nations forces remain completely prepared for any eventualities.

The relationship between J.C. and Gendarmerie was to a certain extent influenced by the visit of Colonel Sobutu to Soerabaja on 23 October. Prior to that the President had relied mainly on the Gendarmerie, which had the effect of increasing the tensions with the J.C. Following Colonel Sobutu's visit, who addressed the J.C. and urged their depolitization, 16 officers were removed, and replaced by others who are more clearly on the side of the provincial government. While at first

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this led to a temporary improvement in relations between ANC and Gendarmerie, tension has increased again over the past week, probably in repercussion to developments in Stanleyville.

Against this background it is understandable that the Government late in October asked the UN forces to ensure their personal protection. It is noteworthy that this request originated not as much from the President as well as from several leading ministers, who feel themselves threatened by the President's reliance on the Gendarmerie, which they think, at any time may be turned against them. For the same reason the President of the Provincial Assembly requested protection at the moment the Assembly was about to make certain decision which were unwelcome to the President.

In line with instructions from HQ, a permanent system of strong patrols at frequent intervals and of fixed observation posts was established throughout the city, so that adequate preventive action is ensured without identifying ourselves with any of the various persons or groups involved.

The situation may be summed up by saying that while for the present some kind of balance of forces exists between the Government, ANC, and Gendarmerie, that balance may be very easily upset, either by external influences (e.g. repercussions from developments in Leopoldville or elsewhere) or by a local change in the relative strength of the parties involved.

The visits of Colonel Mobutu and of Mr. Somboko (see section C) also had the effect of a stronger and more definitely critical attitude towards the United Nations presence. The extremely uncompromising attitude of the President and several ministers with regard to the school question, and their violent reaction against

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the protection by the U.N. forces of a deputy of the Provincial Assembly, clearly showed a complete lack of recognition of the positive achievements of the United Nations forces. While, in accordance with Headquarters instructions, arrangements have now been made to return to the authorities the school buildings in question, we probably will be faced with similar demands (e.g. for the return of other buildings now used by the U.N. forces, or for payment of excessively high rents for buildings put at our disposal), in the near future. My attempt to impress upon the Government that from its side it has certain obligations and responsibilities vis-a-vis the United Nations forces have not met with any positive response, and - at least for the time being - have contributed to a marked cooling-off of my relationship with the officials concerned.

C Political developments

The provincial government consisting of the President and ten ministers in majority is composed of members of the PUNA party, only 4 ministerial posts being held by other parties (3 LAMAKA PNC, 1 UNIKO).

In terms of personalities - with one exception none of the Government members is older than 40-45 years - the President dominates the scene; at certain times he leans on the minister of interior, and the vice-president (who also is minister of finance), who together with him form the Executive Council. The most prominent PNC member is the minister of justice, who lately has been very much isolated.

In its relations with the Central Government, the Provincial Government differs from a basic ambivalence. On the one hand it has a fierce pride of wanting to

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be independent from Leo, to the point that the Government's first draft constitution for the Province spoke of the "State" and even of the "Republic" of Equateur. On the other hand the tribal relationship with Colonel Mobutu and Mr. Bomboko, both of whom come from Jequihatville, has had the effect of their seeking support from the very same authorities in Leo, who on other grounds they strongly resent. What has swung the balance towards co-operation and even reliance on Mobutu-Bomboko probably is the latter's agreement with a fairly far-going decentralization of the overall government structure, possibly including a revision of provincial border lines, accompanied by a heavy reliance on cooperation with the Belgians. The Provincial Assembly which met during October brought to the foreground a new political figure in the person of its President, Mr. Ekoko. While also a PUNA party member, he has over the past few weeks developed into a counter player to the President, whose freedom of movement thereby is somewhat curtailed.

Among the decisions taken by the Provincial Assembly are the following :-

- a) Provincial Constitution. The original draft submitted by the Government which is referred to above, was discarded, and in its stead a much less ambitious Constitution was adopted (see attached document A). This constitution will enter in force on 1 January 1961, subject to editing changes to be made by a commission of ten provincial deputies in consultation with the Government.
- b) Governmental programs. The Provincial Assembly also adopted in principle and without major changes, a programme of actions, as submitted by the Government (see attached document B). A committee of 4 or 5 deputies will review each section with the competent ministers to formulate the final text. In its utter lack of realism, and as an example of totally un-coordinated planning, this document is fairly typical of the prevalent attitude of mind of the province's leaders. With the exception of the section on public finance - the only part which shows some realism - the report is dominated by wishful thinking. Except in relation to the training of the police force no reference is made to U.S. assistance, and such long range problems as the training



of Congolese teachers and doctors are not even mentioned.

- e) Revision of governmental salaries. The Assembly drastically cut the salaries of the President and the ministers, and established the following ~~monthly~~ allowances :

President: 450.000 francs plus 75.000 representation allowance (old salary 850.000 francs)

Ministers: 350.000 francs plus 75.000 representation allowance (old salary 750.000 francs)

In addition the members of the Government are provided with free housing and transportation. The immediate effect of this measure was that most ministers went on a week's "vacation".

These extremely high salaries contrast strongly with those of the average civil servants. A revision of the salary scales for the latter having been announced by the Central Government, the Provincial Government announced that an advance on the anticipated future increase in the form of a single payment of 1.500 francs would be made to the civil service staff. The resulting insistent demand for actual payment was such, that the Government gave in to the pressure, only to be confronted by a similar pressure from the workers employed by the Governmental Services, and even by those employed in private enterprise. Small strikes (of the medical service personnel, of the Governmental automobile workshop, and in one plantation just outside the city) followed in due course.

- d) Decree on political activities. In order to safeguard its position (48 out of 60 members belong to MUSA, UNIRO and similar parties, and only 12 to the Lumumba MRC) and to protect the position of the Government, the Assembly issued a decree forbidding all "political activities" and all "penetration into the province" of representatives of political parties. Similarly, publications or meetings aiming at political agitation were forbidden (see attached document C). In order to implement this decree a rigorous control system was established at the airport and the Congo harbour, and a "passe de séjour" was created without which nobody is allowed in the city (not even for one hour as transit passenger), and luggage is being systematically searched for forbidden material.

The meeting of the Assembly gained in importance because its last session was attended by Mr. Bomboko. Since this was on the day I was arrested, I was not able to hear the statement he made at that occasion. According to the President of the Assembly, Mr. Bomboko praised the province for having remained calm despite the



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political connection in the capital, and urged that he and Mobutu, being the "province's children", be given complete confidence. Mr. Somboko urged a depoliticization of the AEC, and promised to assist province in its attempts to get "outside help". He stated that he was able to do so because he had received a grant of 100 million francs. (This information was confirmed by several ministers who heard the statement, but apparently no reference was made by Mr. Somboko to the source of these funds).

As an immediate result the Vice President and the Minister of Agriculture and Deputy Nkama departed via Leopoldville (3 November) to Brussels (11 November), where they hoped to obtain funds as well as technicians. At the same time a prominent Belgian, Mr. Casselot, went to Brussels to negotiate the return of funds and technicians to the private plantations, especially those in the Tchitapa district.

As soon as I heard of the planning of these missions I had long conversations with the Presidents of the Government and of the Assembly, and again drew their attention to the G.A. resolution of 20 September. I also stressed that the United Nations assistance ultimately would go much beyond the provision of technicians immediately needed now and that they should give more thought to the assistance needed for the training of Congolese personnel in all fields as a long range goal. In both cases the reaction was one of serious and polite attention, but I had the definite impression that they had committed themselves already too far to be able to retrace their steps their steps, even if they had wanted to. In the case of President Ekstabi there was ample evidence that he wanted to hide these developments from me, in an obvious attempt to play on both sides. In passing I may mention a letter handed by the President to Messrs Margolies and Stephanides of the U.S. Embassy in Leo, requesting

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assistance for agricultural development. (see attached document D) 1)

I also had a conversation with Mr. Cassalet, who has from the beginning impressed me as an honest man and has given to others and myself valuable information on the economic situation of the private plantations. His response was without any doubt serious when he pointed out that the return of Belgian funds was essential to ensure continued productivity (see section C), but quite clearly he was also upset and angry about our latest progress report to the General Assembly, the details of which reached Coq through the Belgian newspapers. It is probably because of this that he showed himself open to being approached by the Government, with which he had no frequent contacts before.

The developments referred to above show -

- a) that the Provincial Government increasingly is relying on the Mobutu-Bomboko line;
- b) that it is trying to strengthen its position (i) by attempting to politically neutralize the ABC, while the President personally relies on the Gendarmerie, (ii) by forbidding political action by its opponents under the pretext of "neutralizing" the provinces;
- c) that, supported by Mr. Bomboko, it is actively seeking increased support from the Belgian side, in the form of more technicians and funds.

As a corollary the Government's attitude vis-a-vis the United Nations has considerably cooled off, to the point that at times contact was broken off. The Government's handling of the school issue, combined with the moment it was raised, appear<sup>US</sup> further evidence of their indifference to us, which at times turns into open hostility. In this connection, note must be taken of the anti-UN articles and attacks appearing in a new weekly publication, which obviously are inspired on the Leo press. The Government which banishes Lumumba publications from other provinces

1) See also page 10

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not only allows this anti UN weekly to appear, but does nothing to counteract the anti UN propaganda.

D Economic Situation

(a) Agricultural production. The economic backbone of the province is the plantation culture, which is concentrated in two main areas : the large plantations (up to 30,000 h.a.) along the northern bank of the Congo River, and the middle range plantations (500 - 1 or 2,000 h.a.) in the Tshamba district in the South East. Throughout the province there are smaller plantations (50 - 500 h.a., in most cases covering an average of 1-300 h.a.) of the individual "colons", while in recent years indigenous cooperatives were encouraged by the Belgian administration under the "paysannat" programme.

In a great many cases colon plantations as well as the paysannat enterprises find themselves in difficulties; the colons <sup>mainly</sup> ~~mainly~~ because they concentrated to a large extent on coffee production, and the international coffee prices have gone down; in the case of the paysannat partly for the same reason but also because of the lack of credit and the absence of adequate guidance. However, the breakdown of these two groups of producers - because of their relative small output - has not seriously affected the total production figures.

In the case of the large international plantations, Mr. Heseltine reported that, the production is on a normal level. A recent report of the Federation des <sup>Congolaises</sup> ~~Congolaises~~ Entreprises, ~~Congolaises~~, confirms this, and indicates that the production of the middle range plantations in the Tshamba district is at approximately 70-80% of normal.

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This decrease in the latter's production is caused by :

- (1) the return of a certain number of Congolese labourers to their villages;
- (2) the reduction in paysannat-crops, which usually were bought up by the plantations;
- (3) a lower productivity of labour (estimated at 80% of normal) because of lack of supervisory personnel.

While these facts tend to demonstrate that the productive capacity is by and large intact, serious difficulties are expected if certain elements of the economic infra structure (credit and transportation) are not restored to normal within the near future (see below).

The Provincial Government's attention at present appears to be concentrated on two main issues. For the middle range plantations its major attention is directed towards the return of the Belgian capital reserves exported prior to independence, and the return of Belgian personnel. (see Section C)

As for the paysannat the Government would like to encourage indigenous settlement and exploitation, but obviously lacks the experience and insight into the problems involved. From the request for assistance addressed to the U.S., referred to in Section C (attachment D), it appears that they see the paysannat problem mainly as a financial one, with almost complete disregard of the educational aspects of the fundamental economic and social re-orientation which will be necessary. Another document relating to a new policy of land settlement and reform (see attachment E) demonstrates that the study of the basic issues involved is still in a very rudimentary stage.

(b) Unemployment. As a result of the slow down in agricultural production, and the general decline of economic activity, unemployment has risen, although the

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exact ~~number~~ number of unemployed is extremely difficult to determine because of the almost total lack of reliable statistics. For example, while one Government estimate of the number of unemployed Congolese in the province (not including Coquilhatville) was 24,000, other reports indicate that 65% of the middle-sized plantations work with their normal or almost normal complement of indigenous personnel. Similarly, for the capital Coquilhatville, estimates for September range from a low of approximately 4,000 unemployed to a high of 3500-4000; the latter figure would signify unemployment of approximately 50% of the total labour force, assuming a total population of 35000. A relief project started by the Government in September absorbed approximately 1000-1200 men, while the United Nations-supported public works drainage project is expected to absorb a similar number of unemployed before the end of the year.

If these estimates are correct, then it would follow, contrary to what is widely believed, that the unemployment problem as such does not, for the present, constitute an unmanageable problem in the province. Yet the fact remains that the public works at present under way can give only a temporary relief, and are not a long range and lasting remedy. In my conversations with the President and several of the district commissioners (when I met during my visits to Soenle, Ikala, Lissala and Gemena), the theme recurred that it might be more effective to return ~~the~~ a certain number of unemployed in the cities to their villages of origin, where they could be absorbed without difficulty. Naturally, in the case of Coquilhatville, this would create problems of transportation arrangements, and call for special planning and funds, but at least the money spent that way would bring a more definite solution than the temporary relief given by the schemes at present under way or envisaged.

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The question whether or not the United Nations should give financial support to public works projects should not be confused with the problem of unemployment relief. Whether or not relief projects are called for, or whether another solution might be adopted to meet the unemployment problem, along the lines referred to above, is one question; it would appear that only in special cases labour intensive public works projects would be called for in this connection. Another problem is that of the undertaking of public works per se, which presents problems of quite different order, such as, the availability of capital and the priorities to be given to each project within the overall investment plan. This question will be taken up below.

(c) Infra structure. Reference was made above to certain problems of infra-structure which endanger the continuity of agricultural production. To these should be added others which apply to the economic structure as a whole.

(i) Credit facilities. As a result of the export of Belgian capital resources prior to independence in the form of transfer of cash and securities, the credit basis of the commercial banks has been considerably reduced, while at the same time their recourse to the Central Bank has been made subject to restrictions. Even if the demand for credit would have remained the same, the credit supply would not be sufficient to meet this demand under the present conditions. But the demand for credit has risen sharply, partly because enterprises which formerly could completely finance their operations, after the capital transfer had to fall back on the banks. Moreover, the demand for credit has risen as the result of the much longer time which elapses between the harvesting of the product and the marketing and payment overseas. While before independence this period was 3-4 months, it now in many cases has increased to 5-6 months. Because the credit demand to cover this period cannot be fully met, many enterprises are faced with difficulties concerning their cash payments, including workers' salaries, and several are reported to be in danger of being unable to continue their operations.

(ii) Transportation. The lengthening of the period between harvesting and



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marketing is due in part to the well known factors such as the slowing down of river traffic, the Leo-Matadi railway bottleneck etc. Within the Equateur Province there is the added factor of the rapid deterioration of the road system to the point that without repairs being made, whole sections will soon no longer be suitable for traffic. In all the districts I visited this problem was considered of first-priority importance.

- (iii) Lack of organization and trained personnel. As elsewhere these factors seriously affect the management of the province's affairs. Not only there does not exist any effectively coordinated government machinery, but even the basic data on which a long range planning could be based are either entirely lacking or are incomplete and out of date. The possibilities of United Nations assistance to overcome these obstacles are discussed below.
- (iv) Import requirements. Although no detailed data are available, information received from several sides indicates that stocks of primary materials e.g. for the construction industry, as well as secondary materials (spare parts for repairs of machinery equipment and cars) is about to be completely exhausted. Similarly, the commercial wholesale stocks are rapidly diminishing, which is clearly noticeable by the absence of day-to-day items in retail shops. The depletion of shop supplies is farther advanced here than in Leopoldville, as many simple commodities (such as razors, razor blades, and common household items) are no longer to be found anywhere.

These developments naturally give rise to general concern; thus the construction industry stated in a recent report, that unless a certain amount of imported materials become available, work will have to be practically stopped within the next two months. The report also mentions that since separate licences are required for importation and for transfer, it may happen that one is approved and the other refused, thereby making the transaction impossible.

- (v) <sup>Public</sup> lack of finance. Mention has already been made of the Provincial Government's difficulties regarding the payment of civil service salaries (see Section C). If payments could be effected at all, this due to the transfer of funds by the Central Government. However, not the whole government pay roll could be covered this way, and the sal of labourers and of at least some of the technical services have not been paid at all during the past months or have only been met in

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part. Moreover, there are continuing and insistent complaints from private enterprise, among which the construction industry, that the Government is unable to meet its contractual obligations. As already mentioned, certain essential services, such as road repair, have been discontinued since independence.

Under these conditions it is difficult to understand the level of ministers' salaries (even at their reduced level), nor is it clear how the Government proposes to find the funds to pay the salaries of Belgians (teachers, doctors and other personnel), whom it is now actively recruiting through its missions sent to Brussels (see section C). Incidentally, the conditions offered to Belgian teachers include free transportation and a yearly salary of 250-300,000 francs. Unless these technicians will be paid from external sources, which is contrary to the G.A. resolution of 20 September, it can only be assumed that the Province has received assurance from the Central Government that it will foot the bill. In that case the question arises of control over the use made by the Central Government of the funds put at its disposal - either directly or indirectly - by the United Nations.

The same basic question arises with regard to our financing of other parts of the Government's budget, such as those relating to unemployment relief, public works (including road construction), and improvement of the infra structure. These questions in essence relate to the priority to be accorded to the use of U.N. funds for one specific purpose rather than another, which problem can be solved at the Central Government level only.

(d) United Nations Civilian Operations. As elsewhere in the Congo, the first assistance inaugurated in this Province was of an emergency nature, in the fields of health and environmental sanitation, communications and water supply, and public works, .....



The Canadian Red Cross team, the 4 MRC experts, the 4 ITC technicians, and lately the the Swedish Engineers, 100 air traffic controller have rendered and are rendering essential services, which are accepted by the Government as a matter of course. It has proved infinitely more difficult to lay the basis for more comprehensive technical assistance, aimed at overcoming the lack of organisation and experience of the governmental leaders and their ministries, and to formulate long range plans of action, including the training of Congolese personnel.

The combination of political factors described above explains in part the obstacles with which we are faced. But quite obviously we are also confronted with psychological barriers, ~~notions~~, such as the almost complete inability of the persons in charge to see more than a single problem at one time, and to conceive of the development problems as of a series of inter-related issues. This combined with what appears to be a leading sense of the hard facts of life tends to lead to completely unrealistic expectations, which in themselves stand in the way of any sustained effort. The almost frantic search for Belgian assistance - as an easy way out - indicates a tendency to evade the real issues, while at the same time it is evident that even if that help would be forthcoming, it would be inadequate to meet the province's needs.

So far only the permanent MRC representative from our side has been able to start work - and while a few weeks ago it seemed possible to bring in ~~senior~~ advisers in the fields of education, public finance, labour and agriculture - it now appears doubtful that such advisers, even if still accepted by the Government, would be able to do any really effective work. Yet, it clearly remains as necessary as before to move into the key positions of planning and central coordination to prevent further

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deterioration, and to lay a solid basis for economic and social reconstruction. However, the condition-sine-qua-non for our assisting the Government in this way is the latter's wish that we should take the lead. This at present quite obviously is not the case. It is evident that during the past month the Government has become more and more indisposed to our cooperation, to the point that at a recent press conference the President stated with regard to the military situation that the presence in the Province of UN forces was no longer required, and that as far as civilian assistance was concerned United Nations action should be confined to what he called the "transition period".

E Conclusion

The Provincial Government, by having staked all its cards on the Mobutu-Bomboko combination, finds itself in a precarious balance. While on the surface the province is one of the least disturbed in the whole Congo, this relative calmness is bought at the price of suppression of political activities of its opponents, and of a heavy reliance on the expected help from the Belgian side.

The prevailing political climate, especially during recent weeks, has considerably limited the possibilities of constructive United Nations assistance. In that sense the Government may be said to be living in a fool's paradise, since it tends to rely more and more heavily on the as yet unfulfilled expectations of external help other than through the United Nations; and by assigning to United Nations assistance a secondary role, if any role at all.

It is evident that before long the Government's present orientation may be deprived of its basis, either because the expected Belgian assistance will not be

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forthcoming in the degree hoped for, or because of repercussions from political and military developments in the country's capital. In the latter case, serious disturbances are likely to ensue taking into account the gradually mounting social and political tension under the surface, as well as the uneasy truce between Gendarmerie and ANC. In the meantime valuable time continues to be lost to the detriment of whatever has remained so far of continued economic activity.

Nonetheless, the developments described above clearly demonstrate the urgency of quick action, in particular with regard to those elements of the economic infrastructure which continue to deteriorate. If, in view of the present political constellation, such action cannot be taken in time, serious repercussions are bound to arise, which in turn will further undermine the weak and unstable superstructure which was described above.